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ABSTRACT

The annual report includes a description and history of the Israeli Planning and Grants Committee, a list of members and officers, report of the director general (the work program, administration, contact with the universities, committe liaison with the Council for Higher Education, government relations, relations with the Jewish Agency, information exchange, and vistors), a section on the Israeli university system (basic statistics, special projects, budget and funds allocations, funds for special purposes, and the development budget), and appendices. The appendices include: purposes of the Planning and Grants Committee, regular and special budget statistics, some from as early as 1973-74, an enrollment summary for 1968-70 through 1978-79, a list of subcommittees, and a list of available publications. (MSE)

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THE COUNCIL FOR HIGHER EDUCATION

The Planning and Grants Committee

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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Annual Report No. 6

Academic Year 1978/79

English Language Version of the Hebrew Original

Jerusalem, Israel P.O.B. 4037 February 1980

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The Planning and Grants Committee (P.G.C.)

Members:	Professor Nathan Rotenstreich - Chairman	
	Professor Yitzhak D. Gilat	
	Professor Joshua Jortner	
	Mr. Itzhak Mann	
	Mr. Oded Messer	
	Professor Rachel Shalon	
Observers:	Mr. Uri Laor	- Ministry of Finance
	Mr. Zelig Chinitz	- The Jewish Agency (for Prof. William Haber)
	Mr. Shmuel Bendor	- Consultant
Administration:	Mr. Gedalia Yaakoby	- Director General
	Miss Ruth Silberberg	- Deputy Director General and i/c Development Budgets
	Mr. Dov Keren-Yaar	- Secretary, Council for Higher Education and P.G.C.
	Mrs. Techia Karcz	- i/c Ordinary Budgets
	Mr. Uriel Turniansky	- i/c Planning and Statistical Data

Foreword

When the Planning and Grants Committee was established it was called the Grants Committee. Some time after it assumed its duties, the Council for Higher Education accepted the Committee's suggestion that it be renamed the Planning and Grants Committee (P.G.C.).

What motivated the change? What could the P.G.C. plan in the light of the explicit statements of successive Ministers of Education and Culture that no new universities would be established in the near future, while, on the other hand, the P.G.C. did not feel free to re-open discussions on the universities that already existed or their faculties or departments? The P.G.C. considered itself obliged to maintain and promote those universities to which the Council for Higher Education and on its recommendation the Government had committed themselves. These two factors imposed serious limitations on the planning possibilities of the P.G.C.

What remained for the P.G.C. was what might be termed partial planning; examining initiatives taken by the universities, such as the introduction of new courses of studies, or courses leading to new academic degrees, or inter-disciplinary programmes or an entirely new field of study. The P.G.C., according to its terms of reference, regarded it as its duty to examine any initiative and its possible realization, from the viewpoints of content, level, budgetary implications, taking into consideration what already existed in the same field in other universities. The P.G.C. is still groping to find the proper way to deal with these initiatives. It is obvious that success depends on the full cooperation of the universities.

The P.G.C. regarded it as its duty to identify activities of the universities that are responsive to the needs of the Jewish people and Israeli society, such as attracting more students from abroad, encouraging students with potential for higher education who require supplementary studies and counselling, promoting applied research while fully cognizant of the fact that the primary commitment of the universities is to basic research, and-to bring an example from the events of these very days - preparation by the universities to meet the new situation in the relations between Israel and Egypt.

Planning has new aspects. Scientific research and the university system in the western world are now on the downgrade after the upsurge in the sixties. With us this decline began after the Yom Kippur (October) War of 1973, that brought about many changes and transformations, while in western countries it came about as a result of various processes still in progress. There is a demographic aspect to this decline: a leveling off, perhaps even a reduction, in the number of students entering universities. From this viewpoint, planning means preparation for the next stage in population change, and in our case, concern for the time - at present forecast for the middle of the eighties - when there will again be an increase in the numbers of university students, a slight increase occurring even this year. Planning, in this connection, implies ensuring that the present static situation does not lead to a lowering of standards or lack of openness. On the contrary, we must look to the future in order to ensure that, when the new wave comes, be it small or large, the students will have the best of learning and teaching. Higher education, like other areas of creative life, cannot survive on the basis of a short-term view. It requires patience on the part of teachers and students and a long-term view on the part of planners.

The P.G.C. attempted to direct its activities to a new channel, namely the promotion of inter-university cooperation - cooperation between university and university and not only cooperation between individuals or groups of individuals in the universities. It is possible and necessary to create a common framework for such cooperation - for example in the use of existing or newly acquired equipment or joint use of libraries. A good example of cooperation is provided by the establishment of the Inter-university Centre for Research in Oceanography and the effort to include in the Centre appropriate governmental agencies. This line of action, though urged repeatedly, has not yet met with extensive response. The universities should examine the possibilities of cooperation from the points of view of geographic location and programmes of study.

Planning is not concerned only with distant goals; it is also a matter of determining current priorities. In the course of the six years of its activity the P.G.C. was faced with the question: what should be given priority in university life at the present time and under conditions of temporary, and sometimes permanent, crises? The P.G.C. believed that the universities should be strengthened in facilities which require normal growth, such as books and periodicals for their libraries. Laboratory equipment must be reneved and antiquated equipment replaced, so that research and teaching may continue at a level consistent with our expectations. With all the importance attached to these components of research and teaching, for which the P.G.C. designated special allocations, one other component, decisive in its importance, stands out, namely the people destined to engage in research and teaching. They must be assured of their place in the universities. They must not be lost to Israel, forced to seek new pastures elsewhere.

The substance and rationale of planning consist in its attempt to fashion the course of events. One fact cannot be over-emphasized. We must guarantee for our students the highest possible level of teaching, rooted in research, at all levels. We have to take into consideration that the Israeli student differs from his counterpart in other countries in that he is mature in terms of age and experience, that he is prepared for a life which is solidly integrated into Israeli society, and that he is constantly responsive to the needs of society, including reserve military service with all that it involves, for a considerable number of university students fill positions of command in Israel's Defense Forces. Whether we like it or not, we tend to compare ourselves and are compared by others with our counterparts in the western world, and our higher education with higher education in the Jewish communities abroad. In this field Jews have a record of excellence especially conspicuous in the last generation.

However, in considering priorities, the concern for the next generation cannot be confined to what the university has to offer its students. It must find its complement in continuous intensive efforts on behalf

of the new generation of university researchers and teachers. These include Israelis who have prepared themselves here for an academic career or Israelis who have studied abroad and who wish to return and integrate themselves and their talents into the scientific life of the country. They include new immigrants or researchers who wish to immigrate to Israel provided that they can continue their scientific activity here. It is obvious that all these groups require constant access to printed material containing the latest scientific developments. They cannot function properly without having available to them the tools essential for their research. The principle guiding the P.G.C. was to give a high priority to efforts to find posts for such people, on the assumption and with the hope that the right people would find the means to provide themselves with the research tools they required. Consequently, the P.G.C. provided each of the universities with a special allocation for the recruitment of new academic staff and initiated fellowships for outstanding young scientists. It was on the initiative of the P.G.C. that the Albert Einstein Foundation was established, by Government decision, on the hundredth anniversary of his birth. The purpose of the Foundation, which is administered by the Israel Academy of Sciences and Humanities, is to invite distinguished researchers from other countries to spend several months in Israel and thus help to ensure the high level of teaching and research in our universities and strengthen and deepen the contact between our universities and universities abroad.

Activities and initiatives of the P.G.C. were not meant to take the place of the initiatives of the universities themselves. However, those areas that could without any doubt be identified as essential for the existence and advancement of teaching and research in the university system as a whole were given a special place in the budgets at the disposal of the P.G.C.

In response to leading principles, which deal with matters of content and the fashioning of society by standards that are not conjuctural, society and its institutions should be able to distinguish between

what is important and what is of less consequence. They should not be misled by appearances, such as, for example, the charges of ostentation in the universities. Even if here and there mistakes were made in the planning of construction, they did not determine essential policy, especially since what is called the "rash" of building is a matter of the past. The P.G.C. insisted on efficiency in the administration of the universities. Its terms of reference explicitly specified that it must not permit deficits and it insisted upon this just as it took measures to ensure efficiency. Is it possible not to see that these have been realized in the university system? This does not call for a special reward; but certainly this commendable situation does not call for penalty. Budget cuts in the past should not be taken as proof that there is no limit to cuts, each cut, as it were, implying that additional cuts are both possible and permissible. A resounding "no" should be given to this approach, in the future as in the past.

When the Finance Committee of the Knesset (Parliament) decided to freeze the sum of half a billion Israeli pounds in the budgets of higher education, (details of which are to be found in the report of the Director-General), the P.G.C. saw in this a danger signal and resolved to resign. It reassumed its duties only when this decision was revoked. This particular stand by the P.G.C. can be taken as a reflection of its general approach.

Almost six years have passed since the P.G.C. came into being. It is not for us to judge these years; perhaps that span of time is insufficient to permit of a balanced or well-based judgement. But it is possible to say that we are faced repeatedly with the necessity to direct and plan the university system and to ensure its place in the complex of the social life and creative activity of the country. Universities are institutions with several goals - they develop knowledge of the world and transmit it from generation to generation, advance basic information and store it, teach people and train them for specific professions. In the last generation university life has been characterized, inter alia, by the fact that increasingly more professions are finding their place in university programmes. However,

the essential question facing every society, including our own, is: does society offer a special status to creative intellectual activity the object of which is the discovery of the secrets of existence - of nature, man and the creations of generations of men? Does society regard this activity as deserving of the support required for its maintenance or not? It is a fact that scientific activity in all its aspects and stages cannot be pursued in serious dimensions other than in an organized system, that is the university system. It is not a matter for amateurs or for people who shut themselves away from daily life in the seclusion of their occupation. Support for scientific acitivity is ipso facto support for institutions, and society faces the ever-recurring question of whether it fosters this activity with all its implications. In daily life the question is not posed in all its sharpness, and at times it seems that society contents itself with compromises. It is in times of stress that the question arises in all its acuteness, and there is no assurance whatever that it will be possible to say: "This is a time of travail for Jacob, but from it he will be saved." It is possible to be saved and to march forward, be it even slowly, only by a deliberate planned effort, that is by the decision of society and its elected institutions and by the devotion of society to leading principles. This view has accompanied the P.G.C. from its earliest days, and is also the lesson it carries with it now - and will, in all likelihood, carry with it in the future too.

Nathan Rotenstreich

REPORT OF THE DIRECTOR GENERAL

Part 1 - The Planning and Grants Committee (P.G.C.)

General

The P.G.C. derives its status and its powers from Government Resolution no. 666 of June 5, 1977 and decisions of the Council for Higher Education.

During the year under review the Committee held 38 meetings including 8 one-day visits to the universities and 4 meetings with the Committee of Heads of Universities.

A symposium on the planning of higher education was held at the Residence of the President of the State of Israel, with the participation of President Navon and of the Minister of Education and Culture, Mr. Zevulun Hammer, members of the Council for Higher Education and the P.G.C. and heads of the universities. In addition, the P.G.C. conducted one-day workshops on studies leading to the first degree of bachelor in the universities and on the integration of foreign students. The P.G.C. also initiated a special discussion on energy problems.

Work Programme

The work programme for the academic year 1978/79 was based on the P.G.C.'s multi-year work programme after a review of the implementation of the previous year's programme and decisions.

It included the following:

1. Evaluation of the development of the university system: clarification of basic problems of the system and the directions of its development; the demand for university studies; analysis of the characteristics of the student population; analysis of the student's course of study from the day he enters the university until he receives the degree of bachelor; student aid; planning the real growth of the academic staff and its continual renewal and rejuvenation; research in the universities; the absorption of university graduates into the national work force; infrastructure required in the years to come in the light of forecasts of the development of the universities.

2. Academic development: preparation of a master plan for academic development; new departments and courses of study; the scope of research; evaluation of the research potential of the academic staff; examination of extra-curricular extension programmes.

3. The ordinary budget: establishing criteria for the allocation of public funds to the universities; a multi-year budget based on multi-year programmes; preparation of the current ordinary budget; criteria for allocations to match funds raised by the universities; liquidation of debts; increasing the number of foreign students; attracting more students to the pre-academic preparatory courses.

4. Physical development budget: establishing a multi-year development programme; guidelines for the approval of development programmes and the public participation in their funding; preparation of the current development budget; analysis of basic data with a view to determining physical development requirements based on forecasts of the development of the university system.

5. Establishing procedures for the presentation of statistical data, preparing budgets and financial reporting.

6. Development of a data-reservoir; publications; information: assembly and publication of current statistical data on the components of the university system; initiation and encouragement of research on higher education in Israel and its publication; development of the library as a reservoir of data on higher education in Israel and abroad, primarily in areas related to the work of the P.G.C.; distribution in Israel and abroad of information on developments in higher education in Israel and in Israel of information on developments in higher education abroad.

Administration

Staff: The staff of the P.G.C., including the secretariat of the Council for Higher Education, numbered fifteen and one-half established posts, including economists and statisticians, maintenance staff and administrative services. In addition the

following provided services under special contracts; a consultant on higher education and foreign relations; an accountant and internal comptroller; a legal adviser and a payments officer.

The collection and processing of special material and the preparation of surveys and the like were farmed out. These included surveys on university staff and the conditions of their employment, retirement and pensions; university libraries; purchase and use of equipment; central registration of new students. In addition statistical surveys were prepared by the Central Bureau of Statistics according to a multi-year programme agreed upon by the Inter-Institution Sub-Committee on Statistics of the P.G.C., which financed them in part.

The approved budget of the administration, including the secretariat of the Council for Higher Education, was IL7,120,000. Increase in costs and especially in salaries raised the budget to IL8,911,405 by the end of the year. Salaries accounted for 74% of the budget, the collection of data, surveys and publications 18%, maintenance and administrative services 8%.

Sub-committees: The joint secretariat of the Council for Higher Education and the P.G.C. activated 28 sub-committees. 18 of these - 11 ad hoc - with a total membership of 84 were appointed by the Council for Higher Education and 10, with a total membership of 75, by the P.G.C. Recommendations of the sub-committees of the Council for Higher Education relating to the universities were presented to the Council together with the P.G.C.'s opinion on them.

Contact with the Universities

The Committee of Heads of Universities: The P.G.C. maintained regular contact with the Committee, largely through its chairman. Four meetings were held with the Committee on matters requiring inter-university co-ordination such as immigrant absorption; foreign students; central registration of new students; the possible role of the universities in the situation produced by the treaty of peace with Egypt. Other subjects discussed included budgets, dentistry, academic programmes in regional

colleges and the pre-academic preparatory courses. The P.G.C. kept the Committee informed on developments that required special action following upon debates and discussions in the Government and the Knesset (Parliament) and its committees.

Contact with individual universities: The P.G.C. maintained close contact with the heads of each university and its administrative staff on matters such as guidelines for the preparation of budgets, funding, work programmes, supply of data, etc. From time to time there were special discussions at the request of the university or on the initiative of the P.G.C. on particular subjects such as: the dispute between Haifa University and the Haifa municipality; attempts at circumventing the P.G.C.; construction not approved by the P.G.C. or deviation from approved building programmes; requests for authorization to take loans; problematic new academic programmes.

Visits to the universities: The P.G.C. paid its annual visit to all the universities except for Bar-Ilan University, the visit to which did not take place for technical reasons. The programme generally included a visit to a department or facility of the university. Discussions ranged over a wide variety of topics, bearing in mind the individual character and special problems of each university.

The topics discussed included: relations between the P.G.C. and the universities; a reminder of the need to receive authorization from the Council for Higher Education for new departments or programmes; the importance in times of budgetary constraints of determining priorities in academic development, with reinforcement of existing departments preferable to expansion; inter-university cooperation; the importance of recruiting promising young researchers and, in this connection, the housing problem; student accommodation; the absorption of immigrant researchers; the decrease in the number of students in the natural sciences, engineering and technology; estimates of the future demand for engineers; the loss to the universities and an

academic career of promising young scientists attracted to industry by higher salaries; problems of funding research even when commissioned; the increasing cost of equipment; difficulty in obtaining technical staff; increasing awareness in the universities of the importance of basic applied research; the quality of teacher-training; increased demand for dentists; medical studies for New York students at Tel-Aviv University; the degree of bachelor in general studies; the importance of the pre-academic preparatory courses; extra-curricular extension courses as a public service and their relation to the regular academic studies; problems of fund-raising; earmarked allocations and funds initiated by the P.G.C.

The P.G.C. was especially interested in the progress made in cooperation between the Technion I.I.T. and its neighbour the University of Haifa.

The visit to the Hebrew University took place at the Faculty of Agriculture in Rehovot and was primarily devoted to getting to know the Faculty - its departments, academic staff, student composition, the future of its graduates, service to the economy and cooperation with other institutions.

The visit to Ben-Gurion University of the Negev in Beer Sheva was followed by a visit to the Desert Research Institute. There the P.G.C. learnt at first hand of the special character of the Institute and its organization in research teams, the type and scope of the research programmes and the extent of cooperation with scientists from other universities. In this connection, the P.G.C. emphasized the need to speed up the formation of the inter-university committee for the Institute.

The visit to Haifa University took place at the Oranim Teachers Seminar in order to study its relationship with the university. After discussions on the problems of the University, the P.G.C. toured the Seminar and received information on its academic and other programmes, the teaching staff and the composition of its student body.

The visit to the Technion I.I.T. in Haifa took place in its School of Medicine, giving the visitors the opportunity, after discussions on the problems of the Technion as a whole, to learn in depth of the progress of the relatively young School of Medicine and to see its new building which was nearing completion.

At the Weizmann Institute of Science a visit was paid to the department of hormone research and the electrodialysis installation.

At Tel-Aviv University the P.G.C. visited the Wolfson Engineering Building and was briefed on the research conducted there.

The P.G.C. attaches great importance to the participation in the discussions in the universities of members of their governing bodies. It would like to see their participation increased.

The P.G.C. also visited Everyman's University. Among the subjects discussed were: the work of the Academic Advisory Committee; progress in the preparation of courses; the composition of the student body; relations with teachers seminaries; refresher programmes for teachers; pre-academic and vocational courses; adult education programmes; the university's budget.

The Council for Higher Education

The Chairman of the P.G.C. is ex-officio a member of the Council and the Director-General participates in its meetings.

During the year, the P.G.C. presented the Council with its considered opinion on the following:
- Zionist studies, the award of the degree of master in geography and the degree of Ph.D. in history in the University of Haifa;
- the department of German language and literature and the award of the degree of bachelor in occupational therapy in the Hebrew University;
- undergraduate courses in economics and business administration in Tel-Aviv University;
- procedures for the authorization of new departments and programmes in the universities and the P.G.C.'s responsibilities therein.

The P.G.C. studied the proposals for amending and redrafting the Council for Higher Education Law prepared by a committee chaired by Justice Moshe Etzioni, Deputy Chairman of the Council, and presented its comments and suggestions.

The Government

The Minister of Education and Culture: The functions of the P.G.C. necessitate regular contact with the Minister of Education and Culture who is the Chairman of the Council for Higher Education.

The Ministry of Finance: A number of meetings were held with the Minister of Finance, at which major budgetary problems found their solution, and also with the Director of Budgets. The latter attended a meeting of the P.G.C. and expressed his views on problems facing the universities. There was also close contact with the Department of Budgets and the Accountant General's Office. The Civil Service Commissioner, who conducted the negotiations on the salaries of academics, kept in close touch with the P.G.C.

The Ministry of Health: The demand for dentists was discussed with the Minister of Health and senior officials of the Ministry.

The Ministry of Immigrant Absorption: Discussions were held on the absorption of immigrant scientists and on the Ministry's participation in the Einstein Fund for eminent visiting academics.

The Knesset

The Plenum: In February 1979 the Knesset debated the state of higher education. Resolutions subsequently passed included, inter alia: recognition of the great importance of promoting higher education and scientific research and ensuring the recruitment of young researchers to engage in basic and applied research projects that answer to the special needs of Israel's strength, economy and social development; an appeal to the Government to ensure that the national budget makes sufficient provision for the advancement of higher education and its

controlled expansion; a tribute to the work of the P.G.C. in controlling construction, preventing duplication and ensuring that budgets are balanced.

The Finance Committee: The Chairman and Director General of the P.G.C. and senior members of the staff took part in sessions of the Finance Committee when the budgets for higher education were discussed and presented the Committee with oral and documentary information.

Higher Education faced a serious crisis when the Knesset Finance Committee decided to transfer to the reserves half a billion Israeli pounds from the higher education budget for 1978/79 pending the formulation of new criteria for tuition fees, which the Committee considered should be increased substantially. The implication of the step taken by the Finance Committee was that the Committee would decide upon releases of monies from the budget transferred to the reserves and the uses to which they should be put, which are the prerogatives of the P.G.C.

In view of the Finance Committee's decision, the P.G.C. found it impossible to continue to function and presented its resignation to the Chairman of the Council for Higher Education. The P.G.C.'s position won the solid support of the Council for Higher Education and the Committee of Heads of Universities. The intervention of the Prime Minister led to a change in the Finance Committee's position, following upon which the P.G.C. decided to comply with the request of the Council for Higher Education to withdraw its resignation.

The Committee for Education and Culture: The Chairman and Director General of the P.G.C. maintained regular contact with the Chairman of the Committee, and kept her informed on the work of the P.G.C. Several sessions of the Committee, in which the Chairman and Director General of the P.G.C. participated, were devoted to discussions on the planning and development of higher education, budgetary problems, access to the universities and student aid in its various forms.

The Jewish Agency

The Jewish Agency's observer at the meetings of the P.G.C. reported on them to the Agency and to the P.G.C. on the work of the Agency's Committee on Higher Education. The Chairman of the P.G.C. met with the Chairman of the Agency's Committee and discussed with her and with other members of the Jewish Agency Executive matters of common interest.

Information

The P.G.C. regularly supplied information on developments in higher education abroad to the Minister of Education and Culture, members of the Council for Higher Education, the universities, the chief scientists of government ministries and other institutions and individuals. In addition, the P.G.C. informed the universities of new publications and books acquired by the P.G.C.'s reference library.

The English language edition of the P.G.C.'s 5th Annual Report, bilingual statistics on higher education in Israel in 1977/78, the first and second volumes of the Bibliography of Higher Education in Israel and a document in English on the Students Loan Fund were widely distributed abroad.

Visitors

Visitors from abroad included: The Lord Perry of Walton, Vice-Chancellor of the Open University in England; Prof. Dietrich Goldschmidt of the Max Planck Institute in Berlin; Prof. Zelda Gamson of the University of Michigan at Ann Arbor, U.S.A.; a delegation on behalf of the Prime Minister of France led by Prof. M. Picard; a delegation of the Association of Private Universities in Japan led by its Executive Director; a delegation of the Institute for Educational Leadership of George Washington University in Washington, D.C., U.S.A.

Part 2 - The University System

Basic Statistics

In the academic year 1978/79 students at the seven universities numbered 55,790, an increase of 3% compared with 1977/78. Approximately 73% were studying for the first degree (bachelor), 17% for the second degree (master), 5.5% for the third degree (Ph.D. or D.Sc.) and 2.5% for a post-graduate diploma. 60% of the students were studying the humanities and the social sciences, about 22% the natural sciences and medicine and about 18% engineering and technology. Approximately 10,000 students were awarded degrees, 70% the degree of bachelor, 25% the degree of master or a diploma and 5% the Ph.D. or D.Sc.

The staff numbered about 15,000: 7,400 academics, including 1,000 teaching assistants, external teachers and research fellows, and about 7,600 administrative, technical and services staff.

Over 50% of all research in the country was done in the universities.

University buildings covered an area of over 1.1 million square metres.

Special Emphases

The P.G.C. provided special resources and encouragement to the achievement of the following objectives:

- ensuring access to the universities for all students with the capacity for academic studies and to this end, inter alia, the expansion of the pre-academic preparatory courses;
- rejuvenation of the academic staffs of the universities by the appointment of 150-200 outstanding young researchers, Israelis and new immigrants;
- renewal of scientific equipment and the development of libraries essential for the maintenance of the high level of teaching and research;
- reduction of the dependence of the universities on public funds by providing them with incentives to seek new sources of income;
- maximum utilization of resources to ensure maximum economy and efficiency;
- inter-university cooperation to prevent unnecessary duplication.

The Ordinary Budget

Guidelines for the preparation of budgets and financial reporting: The P.G.C. summed up its five years experience with the issue of "Guidelines for determining multi-year budgets for the institutions of higher education". The universities were requested to draw up their budgets for 1979/80 according to these guidelines, which were amplified by specific directives.

Simultaneously, directives for financial reporting were prepared, after the P.G.C. had come to the conclusion that it was not yet feasible to insist upon uniform balance sheets. However, it requested that certain essential data and analyses should accompany the balance sheets.

Income

The income of the universities derives from four sources:
- tuition fees - about 10%
- donations and contributions - about 11%
- the sale of services - about 4%
- allocation from public funds - about 75%

Income from tuition fees: Tuition fees for the academic year 1978/79 were IL7,600 if paid by the student and IL9,000 if paid by his employer or from some other source. These did not keep up with the rise in prices, and thus their share in covering the budget decreased. However, the Government having decided, upon the recommendation of the "Navon Committee", that tuition fees be linked to the cost of living index for a period of five years until 1981/82 inclusive, no increase in fees was possible.

Income from fund-raising: The P.G.C. encourages fund-raising by the universities:
(a) by shifting the emphasis from raising funds for building to raising funds for the establishment of endowment funds, ceasing to allocate matching funds to donations for buildings and rendering approval of new construction more difficult to obtain;

(b) by allocating matching funds to the interest accruing from endowment funds devoted to financing certain activities of the universities connected mainly with teaching and research.

Sale of services: The percentage of income from the sale of services is on the increase as a result of the efforts of the universities to expand and improve them.

Income from public funds: The universities in particular were adversely affected by the serious plight of public budgets and the cuts in allocations, coming as they did after drastic cuts in previous years. Thus the P.G.C. was compelled to devote its energies almost exclusively to ensuring a viable allocation for the universities. As a result of close cooperation with the Ministry of Finance on the one hand and the universities on the other, the P.G.C. succeeded in ensuring that the universities were able to function satisfactorily with budgets balanced and past commitments of the Government made good.

Expenditure The P.G.C.'s contribution to the budgets of the universities takes three forms:
- global allocations;
- participation in budgets for special purposes;
- earmarked allocations.

1. Global allocations: The ordinary budget of the universities approved for the academic year 1978/79, before new wage agreements, amounted to IL3,851.1 million, of which IL2,620.0 million or 70% of the total were allocated by the P.G.C. from public funds.

2. Allocations for special purposes: The P.G.C. gave special allocations to encourage specific projects such as: increasing income from donations and contributions; the pre-academic preparatory courses; liquidation of debts; the Students Loan Fund.

Matching funds: During the year, the P.G.C. allocated to the universities the sum of IL232 million in matching funds to cover outstanding commitments of the Ministry of Finance.

Because of the importance that it attaches to matching funds as an incentive to the universities, and in order to prevent an accumulation of commitments, the P.G.C. appointed a sub-committee to deal currently with applications from the universities for matching funds, according to criteria established by it.

Pre-academic preparatory courses: IL16 million were allocated to the pre-academic preparatory courses for financing the teaching and counselling of 1100 students, all after military service, with a low socio-economic background, who have the potential for higher education but lack some of the educational qualifications necessary for admission to a university or some other form of post-secondary education. Allocations from the Ministries of Defence and Education and Culture covered their living expenses.

Following upon the preliminary report of the Inter-institution Steering Committee for Pre-academic Preparatory Courses steps were taken to locate and attract to the courses a larger number of students.

Refresher courses are also provided for fee-paying students who possess the necessary qualifications for university admission but who feel the need, after military service, to brush up their knowledge in one subject or another or to transfer to a new field of study.

Liquidation of debts: After having fulfilled the Government's past commitments to the universities, the P.G.C. addressed itself to helping the universities to liquidate their own linked debts. IL70 million were allocated for this purpose. The P.G.C. estimates that at the end of the academic year 1978/79 debts amounting to IL200 million were outstanding compared with IL1200 million in 1975 at 1978/79 prices. It was agreed with the universities that loans would not be taken without the P.G.C.'s prior approval.

Students Loan Fund: The Students Loan Fund is financed jointly by the Government and six major banks. Government's participation in the fund in 1978/79 was IL23 million out of a total budget of IL56 million. 11,800 students requested loans, 9,331 loans were approved, and 8,155, amounting to IL51.589 million, were taken up. In addition to the Students Loan Fund there are numerous other funds for grants and loans to students, especially in the universities themselves.

3. Earmarked allocations: As in the previous year, earmarked allocations were given to the universities to offset the effects of retrenchment in three areas: the recruitment of academics of special merit, the acquisition of books and periodicals for libraries and the purchase of scientific equipment. Criteria were established for such allocations so as to ensure maximum benefit from them. IL105 million were allocated as follows: IL35 million for the recruitment of outstanding academics; IL25 million for the acquisition of books and periodicals; IL45 million for the purchase of equipment.

A review of this policy and its results will be made by the P.G.C. in the 1979/80 academic year.

Funds for Special Purposes

Fellowships for outstanding young scientists in the universities: As in the previous academic year, candidates for fellowships for outstanding young scientists, including new immigrants and Israelis returning from advanced study abroad, were presented by the universities. The fellowship, equivalent to the salary of a lecturer or senior lecturer as the case may be, is awarded for a three year period.

57 candidates were submitted - 32 in the humanities and social sciences and 25 in the natural sciences and technology. 15 fellowships were awarded, 8 in the humanities and social sciences and 7 in the natural sciences and technology.

The university undertakes to give the fellow an appointment as a lecturer or senior lecturer and if he lives up to expectations to include his salary in the university's ordinary budget not later than the end of the third year of the fellowship.

The Fund for Applied Industrial Research in the Universities: The purpose of this fund, which is financed by the P.G.C., is to encourage research projects in engineering and the natural sciences which have the potential for technical application but which have not reached the stage of industrial development.

28 research projects were presented. 10 were awarded research grants ranging from IL280,000 to IL700,000, for a total of IL4,130,000.

The Fund for the Encouragement of Cooperation in Middle Eastern Studies between Israel and other States: Recommendations for awards by this fund are made by the Inter-university Committee for the encouragement of such cooperation which is composed of representatives of each of the four universities that have Middle Eastern Studies, the Inter-University Study Group for Middle Eastern Affairs and the P.G.C.

4 fellowships, totalling IL40,000 were awarded to young scholars from abroad to enable them to spend 2-3 months doing research in Israel. In addition, financial support, totalling IL80,000, was given on the recommendation of the Inter-University Committee to two international conferences held in Israel.

Other funds: The P.G.C. is responsible for or participates in the financing of the following: research projects likely to contribute to national security; the National Fund for Basic Research, administered by the Israel Academy of Sciences and Humanities; the U.S.-Israel Education Fund which awards travel grants to Israelis going to the U.S. for advanced study and pays the expenses of visiting American scientists in Israeli universities.

In addition, the P.G.C. initiated the establishment of the "Einstein Fund", the purpose of which is to invite to Israel senior visiting academics. This fund, also, is administered by the Israel Academy of Sciences and Humanities.

Development Budget

The basis for the development budget was the multi-year plan for 1977/78-1980/81, agreed upon in 1978 by the P.G.C. and the Ministry of Finance on the one hand and the P.G.C. and each university on the other. This plan included 15 projects, covering an area of about 100,000 square metres in various stages of construction, some nearing completion, and the Mt. Scopus project of the Hebrew University which is a special national project with a total area of about 90,000 sq. metres.

In 1978/79, 10 of these projects were under construction, with a total area of about 70,000 sq. metres, apart from the Mt. Scopus project. Seven, with a total area of 40,000 sq. metres, were completed by the end of the year.

Public participation in the financing of the multi-year plan, excluding the Mt. Scopus project, amounting to IL613 million (at 1977/78 prices) was to have covered the financing from public funds of the projects included in the plan as well as outstanding commitments of the Government to the universities from previous years. The allocation of public funds in 1978/79 was IL134 million (at current prices) as against the sum of IL240 million originally envisaged in the multi-year plan.

By a special agreement made in 1978 between the Ministry of Finance and the Hebrew University, public participation in the financing of the Mt. Scopus project is $1.4 million a year for ten years.

The universities may request approval from the P.G.C. for new projects on condition that they are financed in their entirety from donations. Each request is examined from four different aspects: the requirements of the university and the project's place in its long-term development programme; the requirements of society and the economy; the investment involved and the availability of the resources; its anticipated influence on maintenance costs. During the year, the P.G.C. received 13 requests, virtually all of them limited in scope (less than

1,000 sq. metres per project) and approved, finally or in principle, 12 of them, with a total area of approximately 18,000 sq. metres.

Investments in development in the universities in 1978/79 amounted to about IL660 million. This reflects a decrease in real terms of 27% compared with investments in 1977/78.

In conclusion I wish to express my deep appreciation to my colleagues on the administrative staff of the P.G.C., who, thanks to their expertise, sound judgement and dedication, enabled the P.G.C. to carry out its heavy programme of work.

Gedalia Yaakoby

Annex 1

Terms of Reference of the Planning and Grants Committee

1. To be an independent body between the Government and the national institutions, on the one hand, and the institutions of higher education, on the other, in all matters relating to allocations for higher education.
2. To propose the ordinary and development budgets for higher education, taking into account the needs of society and the State, whilst safeguarding academic freedom and assuring the advancement of research and learning.
3. To have exclusive authority to allocate to the institutions of higher education the global approved ordinary and development budgets.
4. To propose to Government and to the Council for Higher Education plans for the development of higher education, including their financing.
5. To promote efficiency in the institutions of higher education and coordination between them with a view to eliminating superfluous duplication and encouraging economy.
6. To ensure that budgets are balanced and that there are no deviations from them.
7. To express its opinion to the Council for Higher Education before the Council reaches a decision on the opening of a new institution or a new unit having financial implications in an existing institution. The considered opinion of the P.G.C. will include answers to the following two principal questions:
   (a) Is there a need for the new institution or for the new unit?
   (b) What are the financial implications of opening the new institution or the new unit? The P.G.C. will determine whether the opening of the new unit has or has not financial implications.

The Ordinary Budget - 1977/78 and 1978/79

(I.L. Millions)

	1977/78					1978/79				
		Income					Income			
	Approved Budget	P.G.C. Allocation[1]	Fees from Students	Contributions	Other Sources	Approved Budget	P.G.C. Allocation[1]	Fees from Students	Contributions	Other Sources
Total	3,062.2	2,071.9	283.7	353.4	353.2	4,073.4	2,749.5	372.3	463.4	488.2
The Universities	2,929.3	2,019.8	272.7	317.4	319.4	3,851.1	2,620.0	355.0	431.4	444.7
Hebrew University of Jerusalem	831.3	555.9	73.6	120.4	81.4	1,136.1	740.0	85.1	176.7	134.3
Technion, I.I.T.	505.0	374.2	42.2	48.0	40.6	640.0	480.0	57.2	53.2	49.6
Tel-Aviv University	596.6	457.1	76.8	22.0	40.7	800.0	595.0	112.3	27.0	65.7
Bar-Ilan University	251.1	163.6	34.6	35.0	17.9	325.0	210.0	46.4	40.0	28.6
Haifa University	175.8	130.0	25.0	6.0	14.8	220.0	165.0	30.0	8.0	17.0
Ben-Gurion University	225.9	172.5	20.5	24.0	8.9	310.0	228.0	24.0	35.0	23.0
Weizmann Inst. of Science	343.6	166.5	-	62.0	115.1	420.0	202.0	-	91.5	126.5
Special Budgets	132.9	52.1	11.0	36.0	33.8	222.3	129.5	17.3	32.0	43.5
Everyman's University	68.5	18.6	8.0	36.0	5.9	109.0	60.0	12.3	32.0	4.7
Students Loan Fund	40.0	17.0	3.0	-	20.0	56.0	23.0	5.0	-	28.0
Institute for Desert Research	10.2	6.0	-	-	4.2	14.5	9.2	-	-	5.3
Miscellaneous	14.2	10.5	-	-	3.7	42.8	37.3	-	-	5.5

1. Including wage agreements for 1976/78; not including wage agreements for 1978/80.

Annex 3

The Ordinary Budget of Universities - 1973/74-1978/79
(I.L. Millions)

Year	Approved Budget [1]	Income			
		P.G.C. Allocation [1]	Fees from Students	Contributions	Other Sources
1973/74 - second half	437.9	363.1	32.3	12.1	30.4
1974/75	1,087.7	839.0	98.8	72.1	77.8
1975/76	1,329.8	1,017.5	150.7	69.2	92.4
1976/77	2,064.8	1,454.8	234.2	185.7	190.1
1977/78	2,929.3	2,019.8	272.7	317.4	319.4
1978/79	3,851.1	2,620.0	355.0	431.4	444.7

1. Including wage agreements for 1976/78; not including wage agreements for 1978/80.

Annex 4

The Development Budget - 1977/78 and 1978/79
(I.L. Millions, current prices)

	1977/78		1978/79	
	Actual Investments [1]	P.G.C. Allocation [2]	Estimated Investments	P.G.C. Allocation [2]
Total	521.3	166.8	661.0	163.0
Hebrew University of Jerusalem [3]	180.8	40.0 [3]	207.0	44.0 [3]
(Mt. Scopus)	(105.0)	(20.0)	(148.0)	(29.0)
Technion, I.I.T.	175.0 [4]	39.0	245.0 [4]	57.0
Tel-Aviv University	68.7	39.8 [2]	118.0	22.0
Bar-Ilan University	13.7	5.5 [5]	26.0	9.0 [5]
Haifa University	14.5	5.0	8.0	6.0
Ben-Gurion University [6]	52.4	26.7 [2]	42.0	21.0
(Institute for Desert Research)	(4.0)	(3.5)	(6.0)	(6.0)
Weizmann Inst. of Science	5.4	10.0 [7]	-	-
Everyman's University	10.8	0.8	15.0	4.0

Notes:

1. Source of data - financial reports of the universities; including construction, installations and furniture in new buildings. Does not include basic scientific equipment financed from ordinary budgets.
2. Including special allocations for the payment of debts.
3. Including the campus on Mt. Scopus which has been defined as a project of special national importance.
4. After deduction of estimated commitments pending.
5. Including participation in the acquisition of a new computer (the cost of which is not included in the ordinary budget).
6. Including the Institute for Desert Research, defined as a project of special national importance.
7. Including past commitments.

Annex 5

Students by University
(1969/70 - 1978/79)

	1969/70	1970/71	1972/73	1974/75	1976/77	1977/78	1978/79
			Absolute Numbers				
Total	36,239	40,087	48,942	52,088	52,980	54,060	55,790
Hebrew University of Jerusalem	12,960	13,962	15,819	14,665	13,075	13,180	13,780
Technion, I.I.T.	6,100	6,922	8,345	8,471	8,810	8,760	8,360
Tel-Aviv University	8,250	8,978	12,264	13,004	12,900	13,530	14,480
Bar-Ilan University	4,356	4,775	5,771	7,246	7,900	8,150	8,500
Haifa University	2,839	3,087	3,405	4,802	5,700	5,920	6,050
Ben-Gurion University	1,315	1,834	2,762	3,308	3,950	3,960	4,080
Weizmann Institute of Science	419	529	576	592	645	560	540
			Percentages				
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Hebrew University of Jerusalem	35.8	34.8	32.3	28.2	24.7	24.4	24.7
Technion, I.I.T.	16.8	17.3	17.0	16.3	16.6	16.2	15.0
Tel-Aviv University	22.8	22.4	25.1	25.0	24.3	25.0	25.9
Bar-Ilan University	12.0	11.9	11.8	13.9	14.9	15.1	15.2
Haifa University	7.8	7.7	7.0	9.2	10.8	11.0	10.9
Ben-Gurion University	3.6	4.6	5.6	6.3	7.5	7.3	7.3
Weizmann Institute of Science	1.2	1.3	1.2	1.1	1.2	1.0	1.0

Source: Central Bureau of Statistics

Annex 6

Sub-Committees of the P.G.C.

1. The Inter-institution Sub-committee for Statistics.
2. The Sub-committee of the Heads of Schools of Education of the Universities.
3. The Sub-committee for University Libraries.
4. The Steering Committee for Research on Higher Education.
5. The Inter-university Committee for Cooperation between Israel and other States in Middle Eastern Studies.
6. The Sub-committee for Matching Funds.
7. The Sub-committee for Computers.
8. The Sub-committee for Cooperation in Oceanography.
9. The Steering Committee for Pre-academic Preparatory Courses.
10. The Sub-committee for Scientific Equipment.

Annex 7

Publications Available

1. Principle Trends in the Development of Tuition Fees in Institutions of Higher Education 1959-76 - Eliahu Israeli June 1977 (Hebrew)

2. Report of the Committee Appointed to Examine the Level of Tuition Fees in Institutions of Higher Education in Israel for Five Years Commencing in Academic Year 1977/78 ("Navon Committee" Report) December 1977 (Hebrew)

3. Bibliography of Research on Higher Education in Israel: Vol. 1 June 1978 (Hebrew), Vol. 2 January 1979 (Hebrew)

4. A Forecast of Potential New Students for the Period 1976/77 - 1991/92 February 1978 (Hebrew)

5. The Annual Report of the Planning and Grants Committee No. 5, Academic Year 1977/78 February 1979 (Hebrew)

6. The Annual Report of the Planning and Grants Committee No. 5, Academic Year 1977/78 April 1979 (English)

7. Central Registration of Candidates for the First Degree (Bachelor) in the Universities - Hana Ravin March 1979 (Hebrew)

8. Higher Education in Israel - Statistical Abstract, 1977/78 April 1979 (Hebrew and English)

9. The Annual Report of the Planning and Grants Committee No. 6, Academic Year 1978/79 December 1979 (Hebrew)

10. The Annual Report of the Planning and Grants Committee No. 6, Academic Year 1978/79 February 1980 (English)